WASHINGTON

Education Budget Generally Received Well, But Critical Gaps Cited

By Mark Pitsch

WASHINGTON—President Bush's $32.3-billion education budget for fiscal year 1993 has gotten a comparatively positive reception on Capitol Hill and in the education community, where a decade of Republican budgets have routinely been declared "dead on arrival."

"As a starting point, this is probably the best budget we've seen in a long time," said an aide to Representative William H. Natcher, the Kentucky

Budget tables, pages 24-25.

Democrat who chairs the House Labor, Health and Human Services, and Education Subcommittee.

However, while observers praised the $1.6-billion increase proposed for discretionary education programs—the largest such rise for any federal agency—they noted that the increase looks large only by comparison.

"Despite the publicized increases, the fact is overall education spending . . . barely keeps up with inflation," Leon Panetta, the California Democrat who chairs the House Budget Committee, said in a statement.

Education advocates also noted that priorities within the budget are not significantly different than in previous Bush proposals, and they predicted that the Congress will radically reshuffle the budget's spending priorities and restore many of the cuts proposed by the Administration.

"The most innovative thing they did was to replace '1992' with '1993,'" said Michael Edwards, the manager of Congressional relations for the National Education Association.

An aide to Senator Tom Harkin, the Iowa Democrat who chairs the Senate Labor-H.H.S.-Education Subcommittee, noted that the budget includes more than $600 million in proposed cuts in education programs as compared with 1992 levels.

The cuts, most of which the Congress has rejected many times in previous years, include a $222-million reduction in impact aid, a $107-million cut from library programs, and the elimination of the $141-million Perkins Loan Program.

Numerous smaller programs, including the Chapter 1 rural program, the National Writing Project, and one related to women's educational equity, were proposed for elimination.

'Holes To Fill'

"These are the holes that we'll have to fill because everybody wants these programs," Mr. Harkin's aide said.

Observers also noted, however, that making up those deficiencies will not be easy this year.

The Budget Enforcement Act of 1990 includes tight spending caps for fiscal 1993, and does not allow lawmakers to fund domestic increases with cuts in defense programs.

> Proposed spending 'barely keeps up with inflation,' Panetta says.

The Congress worsened the situation by including in the fiscal 1992 budget more than $4 billion in delayed obligations that will have to be "counted" in fiscal 1993.

In addition, President Bush's budget projects the fiscal 1993 federal deficit will be $352 billion. Although the deficit does not trigger across-the-board cuts under the Budget Enforcement Act, it may make Wall Street nervous, Mr. Natcher's aide said. In such a case, he said, the President's budget "will look very generous."

Mr. Bush has said that he would fight any defense cuts deeper than those he proposed, and that he would oppose changing the budget rules to allow transfers from defense to domestic programs.

But key lawmakers signaled last week that they will nonetheless seek to do just that, and most observers predicted that the Administration will eventually agree to negotiate.

"If ever there were a time to beat at least some of our swords into plowshares, that time is now," Mr. Panetta said. "I can assure you that Congress is going to find more unnecessary weapons programs where we can get additional savings."

Initiatives in Doubt

Observers also predicted that the Congress would not adopt any of the legislative initiatives President Bush included in his budget. *(See Education Week, Feb. 5, 1992.)*

For example, while President Bush proposed a $1.2-billion increase for Pell Grants, advocates said it is not enough to fund his proposal to increase the maximum Pell award from $2,400 to $3,700. They said Mr. Bush's plan would eliminate 438,000 students from Pell eligibility.

Congressional aides noted that a similar plan was part of the Administration's proposal for reauthorization of the Higher Education Act, which was not included in the H.E.A. bills awaiting floor action in the House and Senate. The pending bills would increase both maximum awards and the number of eligible students.

Noting that education-reform bills pending in the House and Senate bear only passing resemblance to Administration proposals, observers also said the Congress is highly unlikely to agree with the President's plan to spend $500 million on vouchers that could be spent at private schools, or to appropriate the $267 million requested for other parts of the Administration's America 2000 education strategy.

Observers also predicted that the Congress would not entertain the Administration's proposed changes in the impact-aid program until it is up for reauthorization next year.

In addition to repeating a perennial proposal to eliminate funding for so-called "b" students, those whose parents live or work on federal property, Mr. Bush also suggested limiting payments for "a" children, those who live on and have a parent who works on federal property.

Under the Administration plan, the government would make payments for only those students above 400 or 3 percent of a district's enrollment. The change would concentrate funds on more impacted districts.

John Forkenbrock, the executive director of the National Association of Federally Impacted Schools, said Mr. Bush's proposal "stinks."

"Every year we have to go up to the Hill," he said, "and this year they're making it a lot steeper."

The President also revived a proposal to reduce the school-lunch and -breakfast subsidy for students with family incomes above 185 percent of the poverty rate, while decreasing prices for needier students.

But Kevin Dando, the legislative director for American School Food Service Association, said that many children would have to drop out of the program because of the added cost, and that schools might not have enough participants to continue the program.

E.D., N.S.F. To Pool Funds For Math, Science Education

By Robert Rothman

WASHINGTON—Secretary of Education Lamar Alexander and Walter E. Massey, the director of the National Science Foundation, last week signed an agreement to pool their agencies' resources and to jointly plan and develop programs in precollegiate mathematics and science education.

The "memorandum of understanding" would enable the agencies, which together provide 85 percent of federal spending on precollegiate education, to target $657 million "toward helping our children learn math and science to world-class standards," Mr. Alexander said.

"To combine these two forces is a significant step forward," he added.

Mr. Massey said the agreement would help cement the link between science research, which the N.S.F. focuses on, and education, the primary mission of the Education Department.

"Separating science from science education is wrong, and separating science education from education is just as wrong," he said.

Under the agreement, the two agencies will establish a working group of about 10 senior-level officials who will meet on a regular basis and set their own agenda.

The group's first priority will be to develop efforts to collaborate on training math and science teachers, according to Luther S. Williams, assistant director of the N.S.F. and head of the education and human resources directorate.

Teacher-Training Efforts

Through their combined efforts, the two agencies could double, to 40,000, the number of teachers each year who receive intensive training in methods to teach the subjects, he said.

"We have to get the country out of the business of improperly training math and science teachers," Mr. Williams said.

Mr. Massey added that the joint program would also enable states to use funds from the E.D.'s Eisenhower Mathematics and Science Program to participate in the N.S.F.'s statewide systemic-reform initiative.

The memorandum states that the interagency working group will also address:

- Identification and development of common strategies for initiatives in math and science education;
- Review of new and existing programs to identify opportunities for collaboration;
- Exchange of information on pending legislation; and
- Development of a joint four-year plan for implementing the Administration's math- and science-education program.

Standards for Schools Essential, Too, Lawmakers Say

By Robert Rothman

WASHINGTON—National standards for schools and school systems are essential if students are to attain new performance standards set forth in a recent report, members of a House subcommittee said here last week.

Speaking during the first of three scheduled hearings on the report of the National Council on Education Standards and Testing, subcommittee members indicated that they intend to scrutinize the report closely before considering legislation to implement its recommendations.

The council late last month recommended national standards and a national system of assessments to measure student performance against the standards. *(See Education Week, Jan. 29, 1992.)*

In questions to council members, as well as to two critics of the proposal, subcommittee members expressed concern that the report appears to give a "lower priority" to school standards than it does to standards for student performance.

In its report, the council recommends national standards for student performance, but says that states should develop "school-delivery standards" to measure the capacity of schools to bring students up to the standards.

"There are national standards for everything else, but school-delivery standards they leave up to states," said Representative Dale E. Kildee, the Democrat from Michigan who chairs the House subcommittee on elementary, secondary, and vocational education.

Yet, said Mr. Kildee, who served on the standards council, the school-delivery standards may be the most important.

"I can predict in certain schools what students can do if the school-delivery standards are not high," he said.

Council members responded that they agreed that the school-delivery standards are critical to improving student performance.

But, said Lauren B. Resnick, the director of the Learning Research and Development Center at the University of Pittsburgh, such standards are of equal, not greater, importance to the standards for students.

"School-delivery standards without [student standards] will not be enforceable," she said. "They will have no meaning."

Congressional Action 'Critical'

The report by the standards council, a 32-member panel of educators and public officials led by Gov. Roy Romer of Colorado and Gov. Carroll A. Campbell Jr. of South Carolina, called for a new governance system to oversee the development of national standards in school subjects and a system of assessments tied to the standards.

Although the National Education Goals Panel has approved the council's recommendations and could set up such a mechanism on its own, council members said last week that the Congress should adopt the proposal as well.

"It's absolutely critical that Congress be a part of it," said Marshall S. Smith, the dean of the graduate school of education at Stanford University. "It would be a mistake if only the goals panel adopted this. We need the efforts of the nation."

The Senate last month—even before the council's final report was released—approved legislation to implement its recommendations.

But members in that chamber "didn't know what they were voting for," said Representative William F. Goodling, Republican of Pennsylvania and the ranking minority member of the subcommittee.

"I guarantee you," said Mr. Goodling, who served on the standards council, "by the time we get through with it, the House will know, and it may be more difficult" to enact the recommendations.

Representative Kildee added that, despite their concerns, most subcommittee members support the general thrust of the council's report.

He predicted that legislation to implement it could move through the House next month, perhaps as an amendment to the omnibus school-reform bill awaiting action by the full House.

"There may be some opposed to the entire idea," he said. "But I don't think it's anywhere near a majority."

CAPITAL DIGEST

Bush Administration Unveils Health-Care Plan

President Bush's long-awaited health-care plan, which was announced last week, would give families tax credits worth up to $3,750 a year to buy health insurance.

Under the President's market-based approach, small businesses and individuals would be pooled into larger groups so they could purchase health coverage at lower rates. Insurance companies, meanwhile, would not be allowed to exclude individuals who have pre-existing medical conditions.

Medical costs would be cut by limiting awards in medical-malpractice lawsuits and by encouraging both private employers and Medicaid to enroll clients in "managed care" programs, such as health-maintenance organizations.

In a speech in Cleveland last week, where he outlined his proposal, Mr. Bush said his plan would provide health-care coverage to almost 30 million uninsured Americans. Many estimate that there are about 35 million uninsured Americans, about one-third of whom are children.

In his speech, Mr. Bush did not say how much the proposed tax credits would cost or how the government would pay for them.

Agency Seeks Comment On Reauthorization

The Education Department has requested public comment in preparation for next year's reauthorization of precollegiate-education programs, and in doing so has offered a preview of the Bush Administration's agenda.

The department's Feb. 4 *Federal Register* notice indicates that the Administration will seek changes in existing education programs that would support progress toward the national education goals "as enunciated through" the Administration's America 2000 education strategy.

The agency specifically invited comment on how programs can better promote "world-class standards" for all students; give more authority and flexibility to states and communities; promote "family responsibility and choice"; require schools receiving funds to show measurable results; and encourage innovation.

Virtually all of the federal programs for elementary and secondary education, other than vocational programs and special education, must be renewed in 1993.

Comments are due by March 20.

■ **Schools received a total of $624 million in donated food commodities from the federal government to use in their school-lunch programs in fiscal year 1990,** the General Accounting Office reports.

Of this amount, about $77.5 million, or 12.4 percent, was sent to food-processing firms to be made more table-ready, the report says. Eight states and Puerto Rico accounted for about 76 percent of the commodities sent to processors in terms of dollar value, the study found.

Most school officials said they were satisfied with their processed food, the report concludes.

■ **The Education Department could reduce the subsidy made to lenders participating in the Guaranteed Student Loan program at no risk to the program,** the General Accounting Office concludes in a recent report.

Because lenders make loans at a reduced interest rate to borrowers, the federal government adds a supplement of 3.25 percentage points above the 91-day Treasury-bill rate.

The G.A.O. recommends dropping that to 3 percent, which would result in a savings of $421 million between fiscal years 1992 and 1996.

The report is expected to influence upcoming Congressional action on the Higher Education Act.

CAPITAL UPDATE

Capital Update tracks the movement of legislation, the introduction of notable bills, and routine regulatory announcements.

Legislative Action

Griffith Nomination

The Senate Labor and Human Resources Committee last week approved the nomination of Lanny Griffith to be assistant secretary of education for intergovernmental and interagency affairs.

Higher Education Act
H R 2336, H R 3050

The House Postsecondary Education Subcommittee last week held a hearing on proposals for income-contingent student loans and loans made directly by colleges.

Juvenile Justice

The House Subcommittee on Human Resources opened hearings last week on the reauthorization of the Juvenile Justice and Delinquency Prevention Act.

National Standards

The House Subcommittee on Elementary, Secondary, and Vocational Education last week began a series of hearings on education standards and testing.

Education Department

Migrant Education
Proposed Rules

The Education Department published in the Jan. 24 *Federal Register* proposed rules that would eliminate the requirement that the educational progress of migrant students be evaulated in comparison with non-migrant students.

1993 Reauthorizations

The Education Department has requested public comment in preparation for next year's reauthorization of precollegiate-education programs. The notice appeared in the Feb. 4 *Federal Register*; comments are due March 20.

Special Education
Research Priorities

The Education Department has published priorities for special-education research grants to be awarded over the next two years. The notice appeared in the Jan. 28 *Federal Register*. Deadlines for comments on individual proposals vary.

Footnotes

1 FY92 estimate may differ from FY92 conference agreement total.
2 Proposed legislation.
3 Administered by the Department of Health and Human Services.
4 Programs administered by the Department of Labor.
5 Department of the Interior programs.
6 Included in appropriations bill for the Department of Housing and Urban Development and related agencies.

SOURCE: U.S. Education Department, other agencies.

DATABANK

President Bush's 1993 Budget for Education

	FY 1991 Comparable	FY 1992 Estimate[1]	FY 1993 Administration Request
	(In thousands)		
COMPENSATORY EDUCATION FOR THE DISADVANTAGED			
Grants for the Disadvantaged (Chapter 1):			
Grants to local educational agencies:			
Basic grants	$5,001,910	$5,525,000	$5,525,000
Concentration Grants	555,767	610,000	710,000
Capital expenses for private-school students	36,108	40,054	40,054
Even Start	49,770	70,000	90,000
State agency programs:			
Migrant	294,592	308,298	308,298
Neglected and delinquent	36,108	36,054	36,054
State administration	59,139	61,820	61,820
State program improvement grants	14,785	25,125	31,406
Evaluation and technical assistance	13,175	15,088	15,000
Rural technical-assistance centers	4,463	5,000	0
Total, Chapter 1	**6,065,817**	**6,696,439**	**6,817,632**
Migrant education:			
High-school-equivalency program	7,807	8,310	8,310
College-assistance migrant program	1,952	2,265	2,265
TOTAL	**6,075,576**	**6,707,014**	**6,828,207**
IMPACT AID			
Maintenance and operations:			
Payments for 'a' children	578,532	570,540	489,540
Payments for 'b' children	121,624	124,626	—
Payments for federal property (Section 2)	16,590	16,590	16,590
Payments for Section 3(d)(2)(B)	22,000	30,000	16,000
Payments for decreases in federal activities Section 3(e)	1,952	1,952	—
Disaster assistance (Section 7)	13,663	—	—
Construction	26,349	28,000	10,000
TOTAL	**780,710**	**771,708**	**532,130**
SCHOOL-IMPROVEMENT PROGRAMS			
Educational improvement partnerships (Chapter 2):			
State block grants	448,908	450,000	450,000
Evaluation	976	—	—
National Programs:			
Inexpensive book dist. (inc. RIF)	9,271	10,000	10,320
Arts in education	4,392	8,600	4,900
Law-related education	5,855	6,000	—
Total, Chapter 2	**469,402**	**474,600**	**465,220**
Foreign Language Assistance	4,880	10,000	—
National Commission on Time and Learning	976	—	—
Mid-career teacher training	987	—	—
Drug-free schools and communities:			
State grants	497,702	507,663	507,663
School personnel training	23,395	23,863	13,863
National programs	60,913	62,133	72,133
Emergency grants	24,331	30,304	60,304
Weed and Seed	—	—	56,000
Strengthening teaching and administration:			
Mathematics and science education	202,008	240,000	248,000
Christa McAuliffe fellowships	1,954	2,000	2,064
Magnet-schools assistance	109,975	110,000	110,000
Education of homeless children and youth	7,313	25,000	25,000
Women's educational equity	1,995	500	—
Training and advisory services (Civil Rights IV-A)	21,329	22,000	22,000
Dropout-prevention demonstrations	34,064	40,000	38,200
General assistance to the Virgin Islands	4,366	4,500	—
Ellender fellowships	4,101	4,300	—
Follow through	7,265	8,632	—
Native Hawaiian Education Act	6,366	6,400	—
National writing project	1,952	2,500	—
TOTAL	**1,483,322**	**1,571,895**	**1,620,447**
INDIAN EDUCATION TOTAL	**75,364**	**76,570**	**61,205**
EDUCATIONAL EXCELLENCE TOTAL[2]	**—**	**100,000**	**767,500**
BILINGUAL, IMMIGRANT, AND REFUGEE EDUCATION			
Bilingual programs	121,037	147,407	158,085
Support services	11,632	12,000	11,200
Training grants	36,065	36,000	36,360
Immigrant education	29,277	30,000	30,000
TOTAL	**198,011**	**225,407**	**233,645**
EDUCATION FOR THE HANDICAPPED			
State grants:			
Grants to states, general	1,854,186	1,976,095	2,073,300
Chapter 1 handicapped program	148,859	143,000	128,700
Preschool grants	292,766	320,000	320,000
Grants for infants and families	79,520	117,108	128,819
Special-purpose funds:			
Deaf-blind and other severely handicapped projects	12,849	13,000	13,000
Serious emotional disturbance	1,952	4,000	4,000
Severe disabilities	7,869	8,000	8,000
Early-childhood education	24,201	25,000	25,000
Secondary and transitional services	14,639	19,000	19,000
Postsecondary programs	8,559	9,000	9,000
Innovation and development	20,173	21,000	21,000
Media and captioning services	16,424	17,000	17,000
Special-education technology	5,593	10,000	10,000
Special studies	3,904	4,000	4,000
Special-ed. personnel development	69,288	89,800	89,800
Parent training	9,759	12,000	12,000
Recruitment and information clearinghouses	1,525	2,000	2,000
Regional resource centers	6,620	7,000	7,000
TOTAL	**2,616,273**	**2,854,895**	**2,943,400**
REHABILITATION SERVICES AND HANDICAPPED RESEARCH			
State grants:			
Vocational rehabilitation state grants	1,628,543	1,783,530	1,835,252
Supported employment state grants	29,150	31,065	32,059
Client assistance	8,310	9,141	9,434
Service and demonstration projects:			
Special demonstration program	18,368	31,103	20,103
Supported employment projects	10,023	10,423	10,960
Recreational programs	2,617	2,617	2,617
Migratory workers	1,080	1,080	1,300
Projects with industry	19,445	20,350	22,100

	FY 1991 Comparable	FY 1992' Estimate	FY 1993 Administration Request
	(In thousands)		
Helen Keller National Center	$5,367	$5,867	$6,057
Independent living	48,088	50,779	51,233
Training	33,353	36,888	36,688
National Institute on Disability and Rehabilitation Research	58,924	61,000	68,440
Technology assistance	20,982	28,000	34,400
Evaluation	976	1,025	2,000
TOTAL	**1,889,288**	**2,077,158**	**2,138,263**
VOCATIONAL AND ADULT EDUCATION			
Vocational education:			
Basic grants	841,512	933,323	976,631
Tribally controlled post-secondary vocational institutions	2,440	2,500	2,500
Community-based organizations	11,711	12,000	12,000
Consumer and homemaking education	33,351	35,000	—
State councils	8,783	9,000	9,000
Tech Prep	63,433	90,000	100,000
National programs	24,681	31,000	29,500
Bilingual vocational training	2,888	3,000	—
Permanent Appropriation (Smith-Hughes Act)	7,148	7,148	7,148
Adult education:			
State programs	201,032	235,750	260,750
National programs	7,807	9,000	9,000
Literacy training for homeless adults	9,759	9,759	9,759
Workplace-literacy partnerships	19,251	19,251	19,251
English-literacy grants	976	1,000	—
Technology-education demonstrations	964	—	—
Commercial driver literacy (not authorized)	1,952	2,500	—
State literacy resource centers	—	5,000	5,000
Literacy programs for prisoners	—	5,000	—
TOTAL	**1,252,66 8**	**1,436,908**	**1,454,408**
STUDENT FINANCIAL ASSISTANCE			
Pell grants	5,375,503	5,463,165	6,640,802
Presidential achievement scholarships[2]	—	—	170,000
Supplemental educational opportunity grants	520,148	577,000	358,000
Work-study	594,681	615,000	454,000
Income-contingent loans	4,880	4,880	5,000
Perkins' loans:			
Federal capital contributions	156,142	156,000	—
Loan cancellations	—	—	15,000
State student incentive grants	63,530	72,000	—
Grants to States to approve licensure[2]	—	—	50,000
TOTAL	**6,714,884**	**6,888,045**	**7,692,802**
GUARANTEED STUDENT LOANS TOTAL	**14,584,704**	**4,819,512**	**6,046,088**
HIGHER-EDUCATION PROGRAMS TOTAL	**771,279**	**11,276,165**	**9,099,280**
COLLEGE HOUSING AND ACADEMIC FACILITIES LOANS TOTAL	**38,349**	**11,693**	**4,263**
EDUCATIONAL RESEARCH AND STATISTICS			
Educational research	64,713	71,000	115,000
Statistics	44,312	47,313	63,600
National Assessment of Educational Progress (NAEP)	19,211	29,900	64,800
Fund for Innovation in Education	27,737	24,000	25,000
Civic education	—	3,800	—
Fund for the Improvement and Reform of Schools and Teaching	8,895	9,250	9,250
Eisenhower mathematics and science education national programs	11,711	28,000	68,000
National Diffusion Network	14,151	14,700	14,700
Blue ribbon schools	885	—	895
Javits gifted and talented students education	9,732	9,732	9,732
Star schools	14,418	18,417	18,417
Educational partnerships	4,233	4,233	4,233
Territorial teacher training	1,769	1,769	1,769
Leadership in educational administration	3,831	370	—
Partnerships for innovative teacher education[2]	—	—	20,000
National Board for Professional Teacher Standards	4,880	4,880	—
National Council on Educational Goals	1,952	—	—
TOTAL	**234,380**	**280,864**	**415,396**
LIBRARIES			
Public libraries	123,022	120,524	35,000
Research and demonstrations	325	325	—
Research libraries	5,855	5,855	—
Library-literacy programs	8,163	8,163	—
College-library technology	3,904	6,404	—
Foreign-language materials	976	976	—
TOTAL	**142,245**	**142,247**	**35,000**
PAYMENTS TO SPECIAL INSTITUTIONS TOTAL	**267,473**	**288,900**	**275,500**
DEPARTMENTAL MANAGEMENT			
Program Administration	279,836	291,527	325,000
Office for Civil Rights	48,404	53,625	61,400
Office of the Inspector General	24,836	26,260	31,700
TOTAL	**353,076**	**371,412**	**418,100**
TOTAL, EDUCATION DEPARTMENT	**27,503,288**	**29,440,873**	**32,330,772**
EARLY CHILDHOOD PROGRAMS[3]			
Head Start	2,055,267	2,201,800	2,801,800
Comprehensive child-development centers	24,359	44,398	44,398
JOB TRAINING PARTNERSHIP ACT TOTAL[4]	**4,079,390**	**4,029,218**	**4,133,485**
INDIAN EDUCATION[5]			
Bureau of Indian Affairs programs, including B.I.A. schools	**421,378**	**393,353**	**424,319**
NATIONAL SCIENCE FOUNDATION[6]			
Education and human resources activities	**328,848**	**485,000**	**479,000**
ASBESTOS ABATEMENT[5]			
(Environmental Protection Agency)	**51,500**	**37,000**	—

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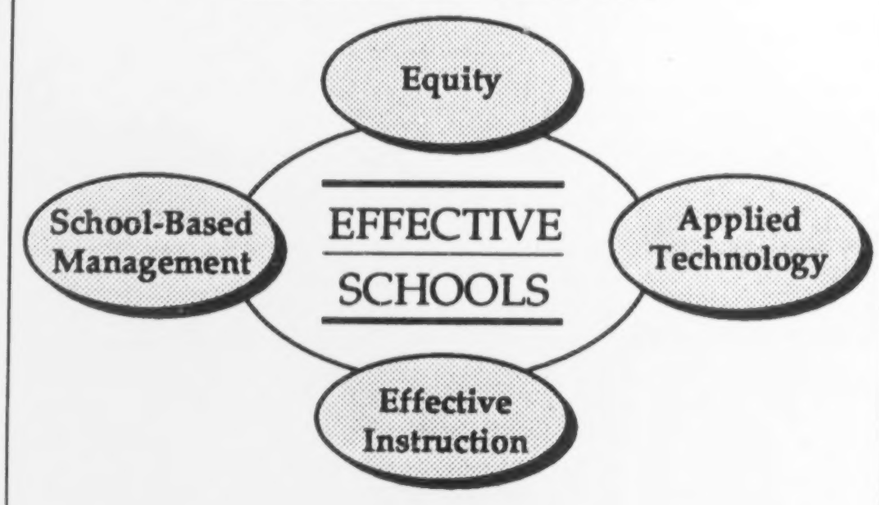

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